

I. OVERVIEW OF THE PERFORMANCE BASED ACCOUNTABILITY SYSTEM

California's Performance Based Accountability (PBA) system was established under Senate Bill (SB) 645, and became law on January 1, 1996. This is the second annual report of the PBA system, and represents substantial development of the comprehensive system required by the law to evaluate the performance of publicly funded workforce preparation programs in California by January 1, 2001. The system provides a common reporting structure applied across a variety of workforce preparation programs to:

1. Measure the achievement of workforce preparation system goals;
2. Identify standards necessary to meet the needs of employers for educated and trained workers, and participants' needs for improving their economic well-being; and
3. Support education and training program needs for obtaining objective outcome information for program improvement purposes.

The PBA system is shaped by the policy authority of a collaboration of public and private sector representatives who have specific interest in the outcome of California's investment in workforce preparation. The California Workforce Investment Board (Board) was vested with this policy authority by Executive Order D-9-99, signed by Governor Gray Davis on October 10, 1999. As the PBA system reaches its final developmental stage, the Board will identify the extent to which the system will be used to measure relevant program outcomes for federal, state and local performance reporting purposes.

While the PBA annual reports represent a major accomplishment, the full value of the PBA system is found in its foundation of inter-agency participation in defining a common terminology, a common set of system goals, and a common method for describing progress toward those goals. The result of these efforts is information that is reliable, quantitative, longitudinal, inexpensive, and useful to customers on a variety of levels, including:

- State and federal funding and oversight agencies such as the Governor, Legislature, and the federal Departments of Labor and Education;
- State and local level agencies that provide workforce preparation services, and service delivery operators such as the California Community Colleges, operators of other state and federally-funded programs, and One-Stop Career Center operators;
- Individuals interested in training programs, jobs and careers; and,
- Employers interested in selecting training providers for their employees, employers interested in hiring training providers' graduates, and employers desiring to have an influence on the quality of workforce preparation programs.

Ultimately, one goal of the PBA system is to customize the reports to meet the information needs of each customer type. These initial reports should be viewed as the first steps in the ongoing development of California's PBA system for workforce preparation programs.

The Reports

The first annual report, published in January 1999, contains aggregated workforce preparation system performance information based on outcomes of over 200,000 participants departing programs in the period from July 1, 1995 through June 30, 1996. The report applied four performance measures across programs funded by Titles II and III of the Job Training Partnership Act, the Carl D. Perkins Vocational Education Act, the federal Job Opportunities and Basic Skills Training Programs (Greater Avenues for Independence in California)¹, the Wagner Peyser Act, the California Employment Training Fund, the Rehabilitation Act of 1973, and certificated community college programs.

The second annual report contains aggregated workforce preparation system performance information on outcomes of more than 350,000 participants departing programs in the period from July 1, 1996 through June 30, 1997. In addition to the programs included in the first annual report, it also includes programs administered by the California Department of Corrections. Also for this Year Two report, the earnings change measure was defined differently in order to include all program participants in the calculation. There are two new measures that examine the employment rate and change in earnings in the second year after program participation for the prior year's cohorts. Two additional sources of Federal employee information have been utilized as well: the United States Department of Defense, and the Office of Personnel Management.

An important fact to consider when viewing the before to after program participation data is that they cover roughly a ten-year time span from January 1989 through June 1998. Additionally, California is in its sixth year of economic expansion, the State's third longest recovery since World War II. During this recovery, the top fifty growing occupations account for over 50 percent of all job growth. Over half of all jobs generated by these 50 occupations require less than one month of on-the-job training, and twenty-five percent will require at least a bachelor's degree. In terms of absolute growth, there are five occupations that stand out: cashiers, general managers, retail salespersons, guards and watch guards, receptionists and information clerks. In the service industry, four of every five new service jobs created will be in business services, health services, engineering and management, and social services.

The continued vitality of California's economy is directly linked to the strength, adaptability, and diversity of its workforce. With performance data on employment and training programs to guide practitioners, the future job openings created by California's new economy can be planned for and filled by our current and emerging workforce.

The Workforce Investment Act of 1998

Senate Bill 645 preceded the federal Workforce Investment Act (WIA), which was enacted on August 7, 1998. Title I of WIA rescinds the Job Training Partnership Act, and establishes a new collaborative workforce preparation service delivery system. In addition to providing for local flexibility, Title I of WIA requires states to have a comprehensive performance accountability

¹ This program was replaced by the federal Temporary Assistance to Needy Families (TANF) program in 1996, and is known as the California Work Opportunity and Responsibility to Kids (CalWORKs) program in California.

system to assess the effectiveness of state and local areas in achieving continuous improvement of workforce investment activities. The system is to consist of core performance and customer satisfaction indicators, and levels with respect to the core performance and customer satisfaction indicators. States are subject to sanctions if they fail to meet the performance levels. States must use unemployment insurance (UI) quarterly wage records, in a manner similar to their use by the PBA system, to measure workforce investment activities. States are also required to submit an annual report to the U.S. Department of Labor (DOL) on the progress of the state and the local areas in achieving the levels of performance with respect to core performance and customer satisfaction indicators.

Looking Ahead

The PBA system will continue to evolve as mandated in SB 645, chaptered in Unemployment Insurance Code section 15037.1, in recognition that development of a single, statewide system for assessing workforce preparation programs' performance represents considerable savings and accountability both to the State and to the tax payer, and can assist in streamlining data collection for various reporting purposes. The system will expand to include new partner programs:

- The California Department of Education is building their system to collect information on participants in the Adult Education and Literacy and Vocational Education programs to be included in future reports; and,
- AB 1542, Chapter 270, Statutes of 1997 requires that county welfare department and local education agencies or providers, report data regarding programs for the purposes of determining if the programs lead to employment.

The system is also seeking to expand its sources of employment and other outcome data. For the Year Three reports, the United States Postal Service and the State of Washington are negotiating agreements to become additional sources of employee outcome data. A key measure that was adopted but has not yet been implemented is the rate of advancement to higher education. PBA system staff has been working with California's public postsecondary education institutions to permit the necessary sharing of data. The PBA system is also exploring the feasibility of the California Department of Corrections serving as an outcome source. The system will continue to seek additional sources of outcome information to obtain a more complete picture of the post-program experiences of California workforce preparation program participants.

A. PARTNERS

In this second year of the PBA system, participating programs provided data on those individuals who had completed or terminated training or services between July 1, 1996 and June 30, 1997 (referred to as the 1996-97 cohort). **Table I-1** defines the 1996-97 program participant data received by PBA system. These data are described in terms of program completers (intended to be participants who completed training or services) and program leavers (intended to be participants who left training or services prior to completion). Note that the actual definitions of program completers and leavers differed across programs. One major issue for the PBA system has been to develop common definitions of completers, leavers, and the other data elements in the system.

**TABLE I-1
PARTICIPATING PROGRAMS**

	1995-96 Program Cohorts		1996-97 Program Cohort	
	Completers	Leavers	Completers	Leavers
California Community Colleges	Students who received an Associate of Arts or Science degree, as well as those persons receiving a vocational certificate between July 1, 1995 and June 30, 1996.	Students who: 1) completed at least 12 units in an occupational area, but did not receive a certificate or degree; or, 2) completed occupational programs of less than 18 units.	Students who received an Associate of Arts or Science degree, as well as those persons receiving a vocational certificate between July 1, 1996 and June 30, 1997.	Students who: 1) completed at least 3 units but less than 12 units of only vocational coursework, (considered skills upgrade students); 2) completed at least 12 units in an occupational area, but did not receive a certificate or degree; or, 3) completed occupational programs of less than 18 units.
California Training Benefits (CTB)	Unemployment Insurance (UI) claimants who completed their California Training Benefits sponsored programs in the 1995-96 fiscal year.	Data not available.	Unemployment Insurance (UI) claimants who completed their California Training Benefits sponsored programs in the 1996-97 fiscal year.	Data not available.
Department of Corrections (CDC)	Did not participate in PBA system in 1995-96.		Inmates who were on their first release to parole during the 1996-97 fiscal year.	Not applicable.

	1995-96 Program Cohorts		1996-97 Program Cohort	
	Completers	Leavers	Completers	Leavers
Employment Training Panel (ETP)	ETP trainees who completed all training, and were employed in a training related job for at least 90 days after training.	ETP trainees who did not complete training and/or the 90-day retention period. Leavers may have left the program before or during training, or may have completed training but did not complete the 90-day retention period.	Participants in ETP retraining (retrainees) or new hire programs who completed all training, and were employed in a training-related job for at least 90 days after training.	ETP trainees who did not complete training or the 90-day retention period. Leavers have enrolled in and received a minimum of 8 hours of training but have left the program during training, or may have completed training but not the 90-day retention period.
Greater Avenues for Independence (GAIN)	Statewide sample of GAIN program participants; unknown when provided services ended; completers/leavers not defined.		Statewide sample of GAIN program participants; unknown when provided services ended; completers/leavers not defined.	
Job Service	All persons who participated in Job Search Training Workshops, Job Finding Clubs, Intensive Services Program, or Job Agent Program between July 1, 1995 and June 30, 1996.	Not applicable.	All persons who participated in Job Search Training Workshops, Job Finding Clubs, Intensive Services Program, or Job Agent Program between July 1, 1996 and June 30, 1997.	Not applicable.

	1995-96 Program Cohorts		1996-97 Program Cohort	
	Completers	Leavers	Completers	Leavers
Job Training Partnership Act (JTPA)	JTPA participants under the Title IIA, Adult Program, and the Title III, Economic Dislocation Worker Adjustment Act (EDWAA) Program, who were either employed or continued their education/training at the termination of program participation. This includes persons who may have found a job before they completed their training, as well as individuals who found a job after completing only objective assessment.	Title IIA and Title III participants who were terminated from the program for reasons other than employment or further training.	JTPA participants under the Title IIA, Adult Program, and the Title III, Economic Dislocation Worker Adjustment Act (EDWAA) Program, who were either employed or continued their education/training at the termination of program participation. This includes persons who may have found a job before they completed their training, as well as individuals who found a job after completing only objective assessment.	Title IIA and Title III participants who were terminated from the program for reasons other than employment or further training.
Vocational Rehabilitation	Persons ending their Department of Rehabilitation program and successfully employed for a minimum of 60 days.	Data not provided for Year One report.	Persons ending their Department of Rehabilitation program and successfully employed for a minimum of 60 days.	Data not provided for Year Two report. <i>Leaver information has been provided for the Year Three report.</i>

B. PERFORMANCE MEASURES

In these Year Two reports, the performance measures that indicate the outcomes of participants in California's workforce preparation programs include:

- Two measures of employment rate; one for the first year after program participation, and a second measure that examines employment persistence between the first and second year after program participation.
- Two earnings measures: one that examines earnings in the first year after program participation, and a second measure that presents the change in earnings between the first and second year after program participation.
- A measure of the change in the number of program participants who received unemployment insurance (UI) before and the first year after program participation and, for those who did receive UI before and after, the change in the numbers of weeks of UI received; and,
- A measure of the change in the months of eligibility for two forms of public assistance: Aid to Families with Dependent Children and Supplemental Security Income/State Supplementary Payments.

The specific measures of system performance are summarized in **Table I-2. Appendix A, Technical Appendix**, contains the computations for each measure.

TABLE I-2
PERFORMANCE MEASURES ADOPTED BY THE PBA COMMITTEE

PERFORMANCE MEASURE	OPERATIONAL DEFINITION
EMPLOYMENT RATE	
1. Employment Rate: First Year After Program Participation	a. Number and percent found in California Unemployment Insurance (UI) covered employment in each of the four quarters ² after program participation. b. Number and percent found in other employment sources.
2. Employment Rate: Second Year After Program Participation	Employment rate in <u>second</u> year after program participation. <i>The Year Three PBA reports will include the employment rate in the <u>third</u> year after program participation.</i>

² Unemployment insurance and wage data are collected and reported quarterly during each calendar year. Thus four quarters equals a twelve-month or one year period. Most performance measures are reported in terms of four quarters, or one year before and/or after training or services.

EARNINGS	
3. Earnings: Before and First Year After Program Participation	<p>The operational definition of Measure 3, Earnings Before and After Program Participation, was changed between the first and second years of the PBA system. In this second year, the measure is designed to include information about all members of a cohort, both before and after program participation. This was accomplished by first dividing all members of a program cohort into one of four groups, depending on the amount of their earnings before program participation. Each of the before groups was then classified into four non-discrete (overlapping) sets, based on whether the participants were found employed and, if so, the number of quarters for which earnings were found in the first four quarters after program participation.</p> <p>The four before program participation groups were:</p> <ol style="list-style-type: none"> 1. Earnings Greater Than or Equal to Annual Minimum Wage Before: Individuals earning greater than or equal to the minimum wage in the year (four quarters) before program participation; 2. Earnings Less Than Annual Minimum Wage Before: Individuals earning less than full-time at minimum wage but greater than or equal to \$1 in the year (four quarters) before program participation; 3. Found in CA, Zero Earnings Before: Individuals found receiving UI, or eligible for AFDC or SSI/SSP, in the year before program participation, but with zero earnings in the year (four quarters); or, 4. Not Found in CA Before: Individuals not found in the California UI, Base Wage, or eligibility for AFDC or SSI/SSP, databases in the year (four quarters) before program participation. <p>The after program participation sets were:</p> <ol style="list-style-type: none"> 1. Earnings All Four Quarters After: Individuals with earnings greater than \$1 in each of four quarters of the <u>first</u> year after program participation; 2. Earnings Any of the Four Quarters After: Individuals with earnings greater than \$1 in any one, two, three or four quarters of the <u>first</u> year after program participation (note that this also includes the Earnings All Four Quarters After set); 3. Found in CA, Zero Earnings All Four Quarters After: Individuals with no earnings (or total earnings less than \$1 in CA Base Wage file), but found receiving UI, or eligible for AFDC, or SSI/SSP in any quarter in the <u>first</u> year after program participation; or, 4. Not Found in CA After: Individuals not found in the California UI, Base Wage, or eligibility for AFDC or SSI/SSP, databases in the year (four quarters) after program participation.

4. Earnings: First and Second Year After Program Participation	The earnings change from the <u>first</u> to the <u>second</u> year after program participation for the 1995-96 cohort. Using the same approach as Measure 3, the entire 1995-96 cohort was divided into four before program participation groups (based on labor market experience and found status), and four after program participation sets. Measure 4 was based on the change in earnings from the <u>first</u> year after program participation (+Q1 through +Q4) to the <u>second</u> year after program participation (+Q5 through +Q8).
OTHER MEASURES	
5. Change in Unemployment Insurance Status	<p>The purpose of this measure was to examine the impact of workforce preparation programs on persons who were receiving California Unemployment Insurance (UI) before program participation. In this report, each program cohort was divided into two before program participation groups and two after program participation groups. Both groups were defined based on whether they had or had not received CA UI payments at any time in the year before or after program participation.</p> <p>a. Change in the percent of the program cohort that received UI in the year before, to the <u>first</u> year after program participation.</p> <p>b. Change in average weeks of UI received before and after program participation, based on those participants who received UI both before and after program participation.</p>
6. Change in Status from Tax Receiver to Tax Payer	Change in the actual average number of months on Aid to Families with Dependent Children (AFDC) and Supplemental Security Income/State Supplementary Payments (SSI/SSP) in the year before and the <u>first</u> year after program participation. <i>This measure was initially intended to include Food Stamps, but consistent data were not available.</i>

The PBA system will be implemented progressively over the next few years. It is likely that additional measures, programs and their participants will be included each year. These reports will bring a better understanding of California's workforce preparation system as a whole, the missions of each program and the specific populations they serve.

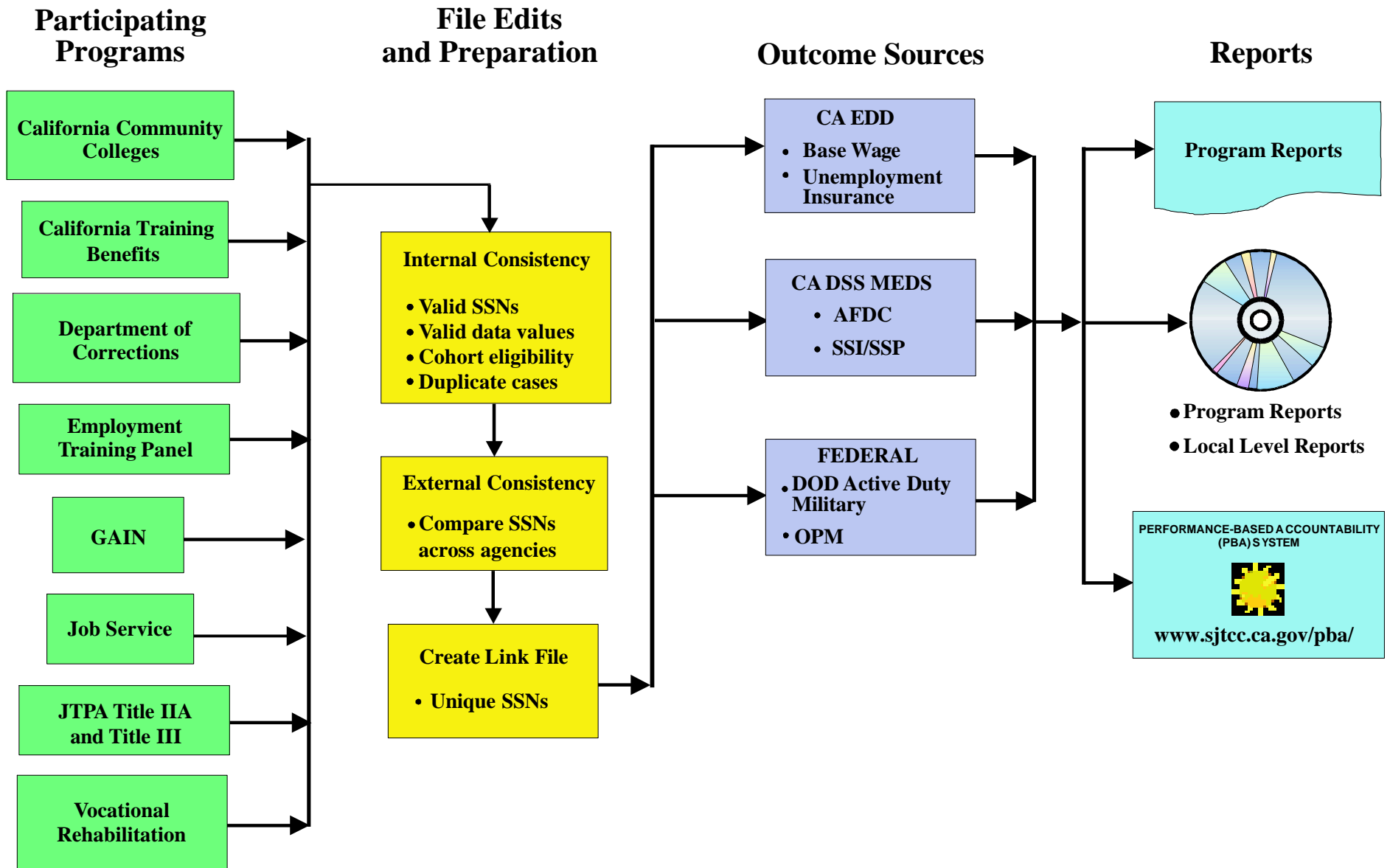
C. METHODS

Figure I-1 presents an overview of the flow of data through the PBA System. To briefly summarize, the data flow was:

1. Participating workforce preparation programs provided Social Security numbers (SSNs) and other data on program participants to the contract operating entity (Contractor). Data from each source was supplied to the Contractor in various formats, on media ranging from CDs to 3 1/2" diskette to encrypted telecommunications files.

Figure I

California Workforce Preparation Performance Based Accountability System



The PBA programs agreed to provide a standard set of descriptors for each individual program participant in order to produce aggregate reports by differing characteristics of participants, including:

- Age
- Ethnicity
- Economically Disadvantaged Status
- Services Provided
- Dislocated Worker Status
- Veteran Status
- Limited English Proficiency Status
- Non-Traditional Training
- Completer/Leaver Status
- Gender
- Training Received
- Amount of Training/Services Provided in Hours
- Disability Status
- Displaced Homemaker Status
- Basic Skills Deficiency Status
- Prior Educational Attainment
- Date of Entry into Program
- Date of Departure from Program

It should be noted that not all programs were able to provide all of the desired information for individual participants for the reports. The full listing of the information provided by each program and the model for the data conversion into a standardized database is presented in **Appendix B**, Conversion Matrix.

Participant Social Security numbers were used to obtain employment, wage, unemployment insurance, and public assistance information for the outcome measures.

2. The system, as developed by the Contractor, performed key internal and external data consistency checks. Contractor staff consulted with each program to resolve the issues with their data. The internal checks and the typical problem resolutions included:
 - Records with invalid or incomplete social security numbers (SSNs) were deleted;
 - Records with invalid, missing, or out of range values in data fields as defined by the program's documentation were flagged and returned to the program for disposition. In most cases, the programs decided to leave the field blank rather than attempt to correct it;
 - Records with invalid dates (e.g. beginning of training prior to birth date, etc.) were flagged and returned to the program for disposition. In most cases, the programs decided to leave these dates blank.

After the internal checks were complete, the participant files from all participating programs were then compared to each other to identify any inconsistencies in data for the same individual being served by different programs. Appendix A contains a table of the frequency with which different programs submitted the same SSN in the 1996-97 cohort.

The external checks and their resolution were:

- When an SSN was provided by more than one program, the date of birth and gender were compared, and if both date of birth and gender did not match for the same SSN, the records with that SSN were deleted from all affected programs.
- If the date of birth matched, but gender did not, gender was left blank for that record in all affected programs.
- If gender matched, but the date of birth did not, date of birth was left blank for that record in all affected programs.

A summary of the individual participant records, as defined by unique Social Security numbers, removed as a result of the internal and external data validity checks is presented in **Table I-3**. The final 1996-97 cohort for each participating program is shown in the right column. It is of interest that the 1996-97 cohort is over 50 percent larger than was the 1995-96 cohort (358,230 compared to 225,538), due to increases in the Community Colleges and Job Service cohorts, as well as the inclusion of the Department of Corrections.

TABLE I-3
1996-97 PBA SYSTEM COHORT

Participating Program	Unique Social Security Numbers (SSNs)	SSNs Removed Due to:		Final 1996-97 Cohort
		INTERNAL CHECKS	EXTERNAL CHECKS	
Community Colleges	129,762	-5	-29	129,728
California Training Benefits	22,144	-491	-21	21,632
Department of Corrections	54,066	-185	-41	53,840
Employment Training Panel	31,918	-2	-13	31,903
GAIN	907	0	-6	901
Job Service	61,506	-149	-31	61,326
JTPA	49,101	-178	-32	48,897
Dept. of Rehabilitation	10,012	-5	-4	10,003
Total 1996-97 Cohort:				358,230

3. A single file of unduplicated SSNs was prepared and submitted to four sources for matching with outcome databases.
 - The California Employment Development Department (EDD) provided quarterly wage records (also known as the base wage file) archive wage files and unemployment insurance (UI) information for the period between the first quarter of 1989 and the third quarter of 1998.
 - The California Department of Social Services MediCal Eligibility Determination System (MEDS) extract file was used to provide information about months of eligibility for public assistance from 1988 through 1998. The MEDS data only indicated whether an individual was eligible for certain forms of public assistance, and did not provide the grant amount of assistance actually received. There were three forms of public assistance to be tracked by the PBA system: Aid to Families with Dependent Children (AFDC), food stamps, and Supplemental Security Income/State Supplementary Payments (SSI/SSP). The linked data for food stamps were not used in the PBA system since the data were not consistently reported by counties.
 - The United States Department of Defense provided data from two employment files: Active Duty Military and the Civilian Employees for the period between the third quarter of 1995 and the third quarter of 1998. Only the Active Duty Military file was used for

matching because all members of the Civilian Employee file were also found in the OPM files.

- The United States Office of Personnel Management (OPM) provided a match with their files, which contain employment information on all federal government civilian employees, except: Postal Service employees, elected officials, and employees of security agencies.
4. The system then attached the outcome data described above to the program data for each individual, and performed calculations as necessary for the adopted performance measures. Once the outcome data was attached to the participant files, all Social Security numbers were encrypted in order to ensure confidentiality.
 5. The draft reports were reviewed at three levels: for statistical and numeric accuracy; for conceptual and methodological efficacy; and, for individual program accuracy.

Notes on the Data

The following notes on the data should be borne in mind when reading or interpreting the data analyses and tables.

1. Earnings information was only obtained through the California Unemployment Insurance (UI) and Base Wage databases, which do not include federal employees, self-employed individuals, certain public officials, some family and household domestic workers, workers while on strike, or persons not in the workforce.
2. The California Employment Development Department (EDD) was contracted to provide earnings and UI information starting with the second quarter of 1988. This was based on a decision endorsed by the Technical Work Team, which was composed of representatives of the participating programs, to request before wage information for participants who had program start dates up to eight years before the start of the cohort. However, EDD subsequently indicated that they only maintain 40 quarters of historical wage data. The earliest wage data EDD could provide was for the first quarter of 1989. Thus each year, there will be a small number of SSNs that the system will never be able to "find" in employment before program participation. This year, there are 108 (1 percent of a total of 10,003) participants in the Vocational Rehabilitation cohort, 477 (less than one percent of a total of 53,840) in the Department of Corrections cohort and, 5 (less than one percent of a total of 21,632) participants in the California Training Benefits program, that are artificially assigned to the "Not Found" before program participation category in all performance measures. (Note that these participants were included in their program's demographic analyses.) Appendix A, Technical Appendix, presents the distribution of start dates for all individuals in the 1996-97 program cohorts.
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3. The United States Department of Defense (DOD) provided cumulative quarterly actual wages for the after program participation period between the third quarter of 1995 and the

third quarter of 1998. Unfortunately, the cumulative wages for the beginning of 1995, which would have enabled accurate determination of after program participation wages, were missing. Furthermore, DOD was unable to provide any before program earnings. Because the inclusion of after earnings without the balance of before earnings would introduce a bias into the results, the exclusion of the DOD data from the earnings measures in this year's report was approved. For Year Three, the DOD match data requested will include the information necessary to determine earnings per quarter.

4. The United State Office of Personnel Management (OPM) provided match information for the period between 1988 and 1998. However, OPM was able to provide only the applicable pay scale information and an indicator regarding full- or part-time employment status. They were unable to provide actual wages. Because assumptions would have to be made to translate the provided information into wages, the exclusion of the OPM data from the earnings measures in this year's reports was approved as well.
5. All wages reported are based on actual, not annualized, wages. All wages have been adjusted to 1995 constant dollars in order to permit comparison across years and between before and after program participation earnings. As shown in Appendix A, Technical Appendix, some program participants had a ten-year period between the year before the start of a program, and the year after program departure. All dollars were adjusted to 1995 constant dollars using the California Department of Finance's Consumer Price Index for California.
6. All earnings are reported as median earnings. The median is that value in a distribution that divides the distribution above and below it into two equal parts. The median is synonymous with the 50th percentile. The practical reason for using the median, instead of an average, is that the median is relatively unaffected by extremely large or extremely small values.
7. Earnings are presented benchmarked against four comparison earnings rates:
 - Average annual wages for total manufacturing in California;
 - California's minimum wage annual equivalent;
 - The federal poverty guideline for a three-person family; and,
 - The federal poverty guideline for a one-person family.The actual calculations for these benchmarks are presented in Appendix A, Technical Appendix.
8. The base wage file provides total quarterly wages only. The PBA system did not attempt to statistically impute the actual number of hours worked.
9. In order to maintain the highest level of protection of confidentiality, reporting was suppressed for items in which there were four, three, two, one, or zero employment data points. This rule of suppression was followed in all performance measure tables, and suppressed data are indicated by asterisks (**). Data that describe demographic characteristics of the program participants are not suppressed.
10. The number of records used in each analysis or table varied depending on the number of records that had data for that variable. For example, the total number of participants for a

program could be 2,000, but the number of records used in analyzing the performance of females and males was the smaller number of records that had gender information.

D. REPORT CONSIDERATIONS

The efforts to produce these reports have shed light on certain issues that should be understood by all readers attempting to interpret the information across programs. In particular, the PBA system is entirely dependent on valid and consistently defined data. Although these reports represent a significant effort in the data collection, a great deal of work remains to be done. The PBA Committee is committed to addressing these and other complex issues in future reports, and to continually seek improvements to the Performance Based Accountability system.

- 1. Definition of program participants.** There were differences in the definitions used by various programs to define the 1996-97 cohorts. For example, the terms “completer” and “leaver” were adopted but are not consistently applied across programs. “Completers” of Department of Rehabilitation services must have been employed for at least 60 days prior to case closure; community college students “complete” programs without an employment requirement; and the Employment Training Panel defines completers as only those individuals who have maintained employment for 90 days after training.
- 2. Program-provided participant data.** Participating programs were each asked to submit existing data about their participants. Each program had different procedures for collecting participant data, including mandatory collection of some information, voluntary self-reporting of other information, and no reporting of still other information. Participant characteristics such as disability status, dislocated worker and displaced homemaker status were provided only by one or two programs, as the other programs had no historical need for that information.
- 3. Standardized definitions of data elements.** Not all of the agreed upon participant characteristics could be translated into standard data across programs. For example, Basic Skills Deficiency Status was defined quite differently by some programs, and not identified by others at all. Some programs reported raw assessment scores, while others defined those who received certain services as Basic Skills Deficient. The lack of common definitions impedes the PBA system's ability to directly compare program outcomes.
- 4. Match data.** There were four sources of outcome data this year:
 - California's Unemployment Insurance files;
 - The MEDS database;
 - U.S. Department of Defense; and,
 - U.S. Office of Personnel Management.There was no matching with any of California's institutions of postsecondary education, or with employment systems in adjacent states. Thus, there are many possible reasons, many of which reflect positive outcomes, as to why a given individual participant in California's workforce preparation programs might not have been "found employed" in the first year after program participation.

- 5. Year Three report enhancements.** There are several enhancements to the system that have been suggested for consideration in Year Three, including:
- Providing partner programs with desired program-specific reports as part of the "standard" system;
 - Reporting on employment rate in the first, second and third years after program participation, instead of the first, third and fifth as originally envisioned;
 - Reporting earnings in terms of means (as is required by WIA) instead of medians;
 - Reporting additional age categories that match the WIA categories; and,
 - Using a different taxonomy for occupational training since both the Classification of Instructional Programs (CIP) and the Dictionary of Occupational Titles (DOT) codes will be replaced at the federal level by a structure based on Standard Occupational Classification (SOC).

E. REPORT ORGANIZATION

This report is available in two formats: a written, hard copy summary report; and, the full report and detailed tables electronically on the California Workforce Investment website. The remainder of the report is organized as follows:

1. There is a separate chapter for each participating program, and one system level chapter.
2. Each chapter is organized into the following five subsections:
 - A. Delivery System
 - B. Participant Characteristics
 - C. Training/Services Provided
 - D. Performance Measures
 - E. Detailed Tables
3. The Detailed Tables section at the end of each chapter includes the program-level computer generated, detailed tables summarized in the text.

The full report and all detailed tables may be accessed on California's Workforce Investment website: www.calwia.org

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